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# UNDP: COUNTRY COOPERATION FRAMEWORKS AND RELATED MATTERS

## FIRST COUNTRY COOPERATION FRAMEWORK FOR CÔTE D'IVOIRE (1998-2000)

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## INTRODUCTION

1. The first country cooperation framework with Côte d'Ivoire, which was the culmination of an ongoing process of consultation between the Government, the United Nations Development Programme (UNDP) and the principal bilateral and multilateral partners, outlines the areas of activity in which UNDP will provide assistance to Côte d'Ivoire during the period 1998-2000. The preparation of the country strategy note and that of the advisory note represented two major stages of this process. However, development of the cooperation framework is also based on a number of reference documents, including Eléphant d'Afrique, which describes Côte d'Ivoire's development objectives and strategies for the period 1995-2000; the prospective study, Côte d'Ivoire 2025; the Government report on priorities for combating poverty; and the 1996 report on the joint review of United Nations agencies in Côte d'Ivoire. Lastly, the cooperation framework takes advantage of the lessons learned from the mid-term review of the fifth country programme.

## I. DEVELOPMENT SITUATION FROM A SUSTAINABLE HUMAN DEVELOPMENT PERSPECTIVE

2. The 322,000 km$^2$ of Côte d'Ivoire, which is divided into regions, departments and communes, are inhabited by 13.3 million people of whom 48 per cent live in cities. The first two decades after the country's achievement of independence in 1960 were a period of sustained economic expansion with an average annual growth rate of 7 per cent. Beginning in the 1980s, the combined effect of a drop in the price of the primary commodities exports (coffee and cocoa) and the debt overhang caused an economic crisis which continued until 1993. Thus, the Ivorian economy contracted at an average rate of 1 per cent between 1987 and 1993. The per capita gross domestic product (GDP) fell from US$ 1,000 in 1979 to US$ 610 in 1993.

3. In order to put an end to the crisis, the Government has undertaken a broad programme of economic reforms. Its initiatives, which culminated with the devaluation of the CFA franc in 1994, resulted in a 2 per cent increase in GDP that year, followed by 7 per cent increases in 1995 and 1996. While these results are encouraging, they have not fully counteracted the crisis' devastating effect on human development. For example, in 1996, Côte d'Ivoire had a Human Development Index of 0.368, placing it in 145th place among 174 countries. The percentage of households living below the poverty line rose from 10 per cent in 1985 to 36.8 per cent in 1995. Poverty primarily affects rural areas and, in particular, agricultural households and those whose income stems from the informal sectors of the economy. The informal sector alone employs 29 per cent of the labour force. The urban unemployment rate is an estimated 25 per cent of the working-age population. In 1996, the demographic growth rate was 3.8 per cent, life expectancy was 56 years, the child mortality rate was 88 per 1,000 and the maternal mortality rate was 400 per 100,000. The gross enrolment rate was 70 per cent overall and 49 per cent for girls.

4. Poverty affects primarily women and young people, most of whom work in sectors with low productivity. For example, women account for 67 per cent of

the labour force in the subsistence agriculture sector and 29 per cent in the informal sector. Only two per cent of women work in the formal sector.

5. Economic activity and demographic pressure have resulted in serious environmental degradation. The Ivorian forest, which covered 13 million hectares in 1960, now covers scarcely 2.5 million hectares. Extensive cultivation techniques and massive extraction of timber have seriously aggravated soil erosion. Urbanization has led to air pollution, health hazards, loss of biodiversity and excessive use of energy resources. In Abidjan, only 30 per cent of poor households have access to drinking water. Côte d'Ivoire has insufficient environmental management equipment. The Government, aware of this situation, has developed a national environmental action plan (PNAE 1996/2000), which must be supplemented by a number of provisions and integrated into the State's economic policy.

6. From the point of view of governance, Côte d'Ivoire has been characterized since 1990 by a multi-party system, political and trade union pluralism and freedom of the press. The Government has adopted a policy of decentralization and greater local autonomy in order to make consistent, participative development possible throughout the country. This profound change in Ivorian society is a new asset in the endeavour to build a foundation for future economic and social development.

### Government objectives and strategy

7. The Government's objective is to rebuild an efficient financial and administrative environment and a sound economic foundation in order to create the conditions for vigorous, sustainable growth, improve the standard of living and reduce social and regional disparities.

8. The goal of its economic programme is to consolidate the restoration of macroeconomic and macrofinancial balances and to increase the competitiveness of the economy in order to achieve a 10 per cent growth rate by the year 2000. Attainment of that goal depends on a two-pronged strategy: first, the State's progressive disengagement from its productive functions so that it can devote itself to its role as regulator of the economy and to more rigorous management of the public sector and, second, a substantial increase in private investment, which would rise from 7 per cent of GDP in 1994 to 14 per cent in 1998.

9. The main priority of this growth strategy is to help bring about a significant reduction in poverty. The planned support measures involve the development of human resources, extension of the processes of decentralization and concerted social action, pursuit of a regional stabilization policy, implementation of specific action to benefit disadvantaged populations and, lastly, environmental conservation.

## II. RESULTS AND LESSONS OF PAST COOPERATION

10. Although official development assistance (ODA) to Côte d'Ivoire reached a record level in 1994 (US$ 2.6 billion), there was a considerable decrease in the

percentage allocated to human development, which fell from 77 per cent of total assistance in 1990 to 30 per cent within a four-year period. This situation has come about essentially because the Government has found it difficult to absorb external assistance, particularly in view of the multiplicity of policies and procedures of donors.

11. Despite its limited resources (0.14 per cent of total assistance in 1993), UNDP has contributed to the Government's efforts to meet its priority objectives for the implementation of sustainable human development. Two selected areas of concentration were identified in the fifth country programme (1993-1996): capacity-building in management of sustainable development and decentralized development and grass-roots initiatives.

12. Within the framework of the Management Development Programme (MDP), UNDP support has included preparing the prospective study, Côte d'Ivoire 2025, rationalizing measures to promote investment, studying the logistics of transport and foreign trade, operationalizing the ECODIV macroeconomic projection model and developing a systematic framework for the economic analysis of recovery strategies and of a methodological framework for preparing a table of social indicators. The other MDP activities cannot be evaluated. They have, in fact, been delayed by problems associated with the economic environment in the period during which the programme was developed. Despite numerous advantages, however, MDP suffers from a design which some consider too inflexible to be adapted to the evolution of the economy and too interdependent in its relations with an extremely wide range of policies, instruments and actors.

13. In addition to MDP, UNDP has supported several other projects which combine management with protection of the environment and natural resources. In particular, UNDP has financed 12 projects run by non-governmental organizations within the framework of the Global Environment Facility (GEF) micro-projects. Thus, it has promoted local initiatives and encouraged partnership with public entities.

14. In the field of decentralized development and the promotion of grass-roots initiatives, agricultural institutions and cooperatives have been able to improve their productivity and competitiveness through training courses offered to 248 of their members. In addition, UNDP has provided support for strengthening of the management capacities of nearly 2,000 locally elected officials. Lastly, 1,500 families seriously affected by human immunodeficiency virus (HIV)/acquired immunodeficiency syndrome (AIDS) have benefited from UNDP funding of income-generating activities sponsored by non-governmental organizations. The fact that the funds allocated have been reimbursed indicates that the goal of income generation has been achieved. Despite this undeniable progress, however, it must be remembered that there has been little progress in improving the living conditions of rural populations. The reasons for this lack of improvement include the manifold variety of objectives, the wide range of activities in the field and the lack of grass-roots training.

15. Overall, while management of the programme is generally satisfactory, the rate of implementation of assistance projects, which varies from 30 to 60 per cent, falls short of objectives. There are two reasons for this

situation: first, the heavy involvement of UNDP and outside consultants in the planning and development of programmes and projects, which has led to delays in the national authorities' assumption of responsibility for the programmes and, second, the excessive mobility of the national officials assigned to the projects. As a result, it has been somewhat difficult to establish the institutional memory needed for effective programme monitoring. On the basis of the fifth country programme, UNDP has concluded that only by concentrating on a limited number of activities in which it has a genuine comparative advantage can it have a useful influence on the future of Côte d'Ivoire. The impact of UNDP will be greater if it takes an integrated, programme-based approach with direct community involvement in its activities. Lastly, UNDP should assist Côte d'Ivoire in establishing relevant indicators for measuring the impact of these programmes.

## III. PROPOSED STRATEGY AND THEMATIC AREAS

### Overall strategy

16. The purpose of the first cooperation framework with Côte d'Ivoire is to promote sustainable human development by encouraging the strengthening of national capacities for planning and management, poverty reduction, affirmative action for women, environmental protection and good governance. This process will be consolidated through the preparation of a national report on human development in Côte d'Ivoire.

17. The Government considers that the limited financial resources of UNDP should play a catalytic role and that funding priority should be given to early intervention in order to provide a general policy and resource mobilization framework. The Government would also like UNDP to support pilot projects which will promote consistent, integrated regional development, effectively combat poverty and encourage grass-roots participation in development.

18. In accordance with these guidelines, UNDP activities will focus on the following two thematic areas: (i) combating poverty, primarily through actions involving the social groups affected by it, and (ii) building of planning and management capacities for sustainable human development with an emphasis on strategic aspects, policy and programme coordination and governance in the context of decentralization and greater local autonomy. In each area of priority activity, particular support will be provided for the advancement of women, which is a major cross-sectoral theme. A second major cross-sectoral theme, the environment, will also receive UNDP support within the framework of activities carried out in a number of fields.

19. In addition to providing assistance, UNDP will facilitate the reflection in national development policies of recommendations made at United Nations conferences and follow-up to international conventions and agreements.

20. The areas of concentration for UNDP activities are in full harmony with the national development priorities. These areas are closely linked and will make it possible to achieve strong synergies in the promotion of sustainable human development. The combination of activities recommended in the two thematic

areas mentioned in paragraph 18 will also promote the elimination of poverty, which is the backdrop for UNDP programmes. The strategy followed by UNDP will focus on direct assistance to communities and on strengthening the partnership with local elected officials, non-governmental organizations, young people and women. The Government realizes the advantages of the programme approach and its usefulness for coordination and resource mobilization and will continue working to implement it.

21. In response to the observed limitations on programme implementation and the need to increase the project-execution rate, it has been decided to establish, within the Ministry of Planning and Industrial Development under the Prime Minister, a unit responsible for project follow-up and execution and for coordination of the programmes of United Nations agencies and the World Bank.

## A. Support for the programme to combat poverty

22. The Government considers that actions taken as part of the programme to combat poverty should be of primary benefit to women and youth because of their key role in the economic and social development of Côte d'Ivoire.

23. Within that framework, UNDP will continue to provide assistance in order to improve the living conditions of disadvantaged groups, with an emphasis on women and young people in rural areas. In cooperation with other donors, it will pursue its strategy of support for the creation and development of micro-enterprises managed by women and young people. The actions undertaken will make it possible for UNDP to identify viable projects and to facilitate beneficiaries' access to credit and provide them with an advisory service and adequate technical training in order to build their capacity to ensure the sustainability of their own businesses. In that regard, the Micro-start project, which is in the process of development, will make it possible to meet the many needs in the microcredit field and will ultimately encourage the establishment of a fruitful relationship between the small business owners who benefit from it and the commercial banks which are the usual credit networks. UNDP will also continue to provide support for the fight against AIDS through its programme "HIV and Development" in order to help to reduce the severe socio-economic impact, especially on women, of the pandemic. All these activities will focus on priority communes selected by the Government. The project's impact will be measured in terms of the extent to which productive activities are diversified, the number of micro-enterprises and permanent jobs created and the amount of additional income generated.

24. As far as urban areas are concerned, UNDP formulated, in collaboration with other development partners, a pilot scheme designed to reduce poverty in four communes of the city of Abidjan. While the purpose of the scheme is to strengthen the capacities of those communes to plan, develop and manage urban poverty-reduction programmes, its overarching objective is to ensure that the views of the inhabitants of those communes are taken into account, and that, through community committees and communal teams, they define their own needs and decide on the programmes they wish to see implemented. UNDP will also support efforts to achieve a better understanding of social indicators by continuing to provide assistance in developing effective tools for the evaluation of the

social situation of the various communities, and in strengthening data collection and analysis capacities. This will promote the development of the table of social indicators envisaged by the Management Development Programme (MDP) and facilitate the preparation of the report on human development in Côte d'Ivoire. Finally, UNDP will support the Government's efforts to assess the impact of public funding on the fight against poverty, and to establish adequate management mechanisms.

25. In order to launch the poverty alleviation programme and to demonstrate its sustainability and impact, United Nations agencies are prepared to carry out joint pilot schemes on the theme education and gender. While such schemes will obviously benefit the communities as a whole, their primary objective is to promote girls' school attendance and enrolment. The goals of these schemes include: the rehabilitation of schools, rural roads and maternal and child health centres; the promotion of adult literacy; the supply of drinking water to villages; the development of micro-financial services (credit and savings); the improvement of food security; and the development of appropriate small-scale technologies for agri-foodstuffs sectors. These schemes will be strengthened through appropriate training.

26. The expected outcomes of all these initiatives are: (i) the definition of a poverty-eradication plan including the establishment and strengthening of micro-projects; (ii) improved access to social services; (iii) the social integration of young people and the mainstreaming of poor women in the urban areas; (iv) the implementation of practical AIDS outreach and awareness programmes.

### B. Support for the development management programme

27. The Government's objective is to promote a growth rate of at least 10 per cent in the long run and to utilize the wealth thus generated to significantly improve the standard of living. Unless appropriate policies are implemented, this objective cannot be achieved, given the country's current level of human and financial resources. In that regard, UNDP action will help to promote a rational, coherent development strategy that takes into account capacity-building requirements, promotes the disengagement of the State and encourages it to focus on providing support for the economy and improving public-sector management, and on social programmes.

28. Through the regional project 'African Futures' UNDP supported the implementation of the national prospective study Côte d'Ivoire 2025, mainly designed to achieve a consensus on Côte d'Ivoire's future through the promotion of social dialogue. Several development scenarios are proposed under the study, including a pragmatic baseline scenario. Following the establishment recently of a National Prospective Commission, the Government has requested UNDP to continue its support for the forward-looking studies with a view, in particular, to the implementation of the recommendations of the study Côte d'Ivoire 2025. The stage between the prospective studies and operationalization will be planned on the basis of current reforms, the government policies outlined in the document Eléphant d'Afrique and the economic policy framework document. Programme-approach procedures will be used, taking into account

complementarities among different activities and ensuring their feasibility and overall consistency.

29. MDP is another initiative carried out in response to the need for capacity-building to ensure rapid and sustainable growth. The Programme, which was designed as far back as 1993, is now outdated in many respects. Some of its areas have to be redefined and made more dynamic to fully take into account the country's current socio-economic environment. In that regard, the primary beneficiaries of the planned priority training programmes will be the senior officials of the Ministry of the Economy, Finance, Planning and Industrial Development. UNDP will participate in the updating of MDP in collaboration with the national authorities. The evaluation to be undertaken in that connection will help to determine the appropriate level of support required to enable national institutions to manage and implement the programme while ensuring its sustainability.

30. As far as the environment is concerned, changes in urban and rural lifestyles, population growth, deforestation, poor waste treatment and pollution all reflect alarming imbalances that call for the implementation of an effective environmental policy. The donor round table on the environment enabled the Government to define the main policy guidelines for the preparation of a national environmental action plan. UNDP, in cooperation with other partners, will continue to provide support for the formulation of an institutional framework for the implementation of the action plan, thereby ensuring consistency in the actions undertaken and strengthening efforts to establish consensus-building, participation and coordination mechanisms between government entities, civil society and the private sector.

31. The Government's policy of enhancing decentralization and local autonomy and promoting grass-roots participation is intended to empower, within a short period of time, the communities thus freed from its control by providing them with the structures and institutions required by their new status. Local communities will thus be able to participate effectively in regional economic and social development and in poverty-reduction efforts.

32. Following the round table on decentralization and national and regional development, the Government implemented a vast programme to strengthen the work of the regional rural development funds (FRAR) and the urban investment and development funds (FAIU), which should lead to the preparation of a master plan on regional development (SDAR). The Government would like UNDP to assist in financing a regional study in line with the conclusions of the round table, which had urged each donor to enhance its knowledge of a specific region of Côte d'Ivoire with a view to gathering the information required for the formulation of the master plan. In that regard, UNDP has undertaken a diagnostic study of the country's semi-mountainous western region. Its input will consist of preparing a strategic diagnosis of the problems of that region, identifying community aspirations, defining a shared vision of different sectors on how to build their future together, and formulating integrated strategies with a view to the preparation of a short-, medium- and long-term plan of action.

33. The expected outcomes of these different interventions are: (i) the formulation of a reference and coordination framework for the development

activities to be carried out by all the economic actors in the region, i.e., the State, public sector, private sector, non-governmental organizations, civil society and donors; (ii) the building of community and institutional capacities, at both the village and local community level, to plan, monitor, manage and maintain the improved community facilities; (iii) the participation of local communities and economic actors in the development projects of their region; (iv) an effective campaign against poverty as well as the creation of conditions for sustainable economic development; (v) the strengthening of capacities for the implementation of the national environmental action plan and enhanced community awareness of the need to apply the plan's recommendations; and (vi) grass-roots participation in a common, forward-looking development plan.

## IV. MANAGEMENT ARRANGEMENTS

### Execution and implementation

34. The national execution procedure will continue to be used for the implementation of the programme. The programme approach will also be used in order to ensure that the activities undertaken by different partners are complementary. The project coordination and monitoring unit established under the Ministry of Planning and Industrial Development under the Prime Minister will be responsible for harmonizing activities and disseminating procedures for project execution. UNDP, in cooperation with United Nations agencies, will support the unit through information and awareness-raising workshops on various United Nations procedures. These workshops will be primarily intended for the government officials concerned, national project directors and the staff of non-governmental organizations.

35. Whenever necessary, provision will be made for the use of the technical skills of the United Nations specialized agencies. UNDP will also use the expertise of the United Nations Volunteers and might promote the establishment of a national volunteer corps. It could also make use of resources available under technical cooperation among developing countries (TCDC), the Transfer of Knowledge Through Expatriate Nationals (TOKTEN) and the programme of United Nations International Short-term Advisory Resources (UNISTAR), which is very useful for the development of the private sector. The regional and subregional activities financed under the UNDP multinational programme will supplement the activities of the national programme and strengthen the efforts undertaken by the Government through its subregional integration policy under the West African Economic and Monetary Union (WAEMU) and the Economic Community of West African States (ECOWAS).

### Follow-up and evaluation

36. Annual reviews of the programme will be conducted to determine whether it is in conformity with national priorities and objectives and is relevant to developments in the economic and social situation. A joint review of the programmes of the agencies of the United Nations Development Group, similar to the pilot exercise conducted in 1996, will be undertaken. Consultations among donors will be continued in order to ensure complementarity of activities,

mobilize additional resources and determine necessary corrective measures. Field trips, tripartite reviews and thematic evaluations are other tools that will be used. These evaluations will focus on progress achieved in reducing poverty. UNDP will make a special effort to define relevant performance and monitoring indicators and define benchmarks for measuring the impact of each of the sustainable human development programmes.

## Mobilization of resources

37. Because of the limited resources under TRAC (target for resource assignment from the core) 1.1.1 and 1.1.2, UNDP/Abidjan must make the mobilization of resources its main concern. In this regard, programmes will be drawn up in close collaboration with the Government, United Nations agencies and donors present in the field. The African Development Bank (AfDB) has already indicated its willingness to cooperate with UNDP in the implementation of its programmes. UNDP will help the Government to look for non-traditional donors and will request funds from Capacity 21, the Global Environment Facility (GEF), the United Nations Development Fund for Women (UNIFEM), the United Nations Capital Development Fund (UNCDF), AfDB and the Economic Commission for Africa (ECA).

Annex

RESOURCE MOBILIZATION TARGET TABLE FOR
CÔTE D'IVOIRE (1998-2000)

(In thousands of United States dollars)

| Source | Amount | Comments |
|---|---|---|
| UNDP CORE FUNDS | | |
| Estimated IPF carry-over | 2 056 | |
| TRAC 1.1.1 | 5 775 | Assigned immediately to country. |
| TRAC 1.1.2 | 0 to 66.7 per cent of TRAC 1.1.1 | This range of percentages is presented for initial planning purposes only. The actual assignment will depend on the availability of high-quality programmes. Any increase in the range of percentages would also be subject to availability of resources. |
| SPPD/STS | 404 | |
| Subtotal | 8 685[a] | |
| NON-CORE FUNDS | | |
| Government cost-sharing | - | |
| Sustainable development funds | 3 500 | GEF |
| Third-party cost-sharing | - | |
| Funds administered by UNDP, funds for special projects and other funds | | |
| Subtotal | 3 500 | |
| GRAND TOTAL | 12 185[a] | |

[a] Not inclusive of TRAC 1.1.2, which is allocated regionally for subsequent country application.

Abbreviations: GEF = Global Environment Facility; IPF = indicative planning figure; SPPD = support for policy and programme development; STS = support for technical services; and TRAC = target for resource assignment from the core.

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